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ABSTRACT

The author's discussion of the relationship of educational administration to educational planning and research begins by considering the development of administrative theory in general and reviewing the functional, institutional, and social approaches to analyzing educational administration. He briefly describes educational administration in the Andean countries of Latin America, noting its centralized bureaucratic control, the role of decision-making and citizen involvement, and the use of plans and programs in the region's educational administrative processes. Educational administration, the author says, can begin both at the macro-administrative level of the national government, where Andean educators have attempted regionalization, and at the micro-administrative level of actual teaching operations, where experiments with community education have occurred. In the Andean countries now, the author continues, educational planning and administration have become more integrated but administrators must exercise care in choosing the factors on which to base educational planning. He lists five problems facing Andean educational administration, including the impacts of politics and mass media, and calls for research based on these problems. In closing, he points out opportunities for international cooperation in developing educational administration and suggests 13 points for the conference to examine. (RW)

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The Fundamentals of Educational Planning : Lecture - Discussion Series

No. 66 **EDUCATIONAL ADMINISTRATION AND ITS RELATIONS WITH PLANNING AND RESEARCH**

by Carlos N. Malpica

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by

Carlos N. Malpica

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1. INTRODUCTION

I am grateful for the kind invitation extended by the Escuela Empresarial Andina del Convenio "Andrés Bello" and for the valuable opportunity of taking part in this important international meeting. I am attending it in my capacity as a staff member of Unesco's International Institute for Educational Planning, which has its headquarters in Paris and wished to associate itself with this extraordinary endeavour of the Andean countries. It is my earnest intention to add my voice to the dialogue, to offer the contribution of this paper, and to explore the possibility of future co-operation by our Institute with the participating member countries.

I have been asked to speak on the general problem of the administration of our national education systems, mainly in connection with educational planning and with research for the development of education. I hope that this treatment of the topic will tie in with the general framework of the accounts submitted of national experience, will connect up with the previous communication and may provide reference material for the Working Commissions.

I must point out, in the first place, the need to take an integral view of planning and administration. It is a principle that planning makes allowance for national development objectives, and administration likewise has no other justification and aim than the attainment of those objectives. If planning and administration are to work together for the same purposes, it is natural that an effort should be made to treat these two functions jointly and that there should be insistence on a link-up between their respective processes.

Planning is closely bound up with the general process of development administration, and educational planning experience has by now to some extent overcome the old cleavage between planning and administration as distinct and separate fields, competing or conflicting. It is over twenty years since what is referred to as integral planning of education was first postulated and tried in Latin America, and though major misunderstandings arose in the early stages of its application, a working relationship was gradually reached which is now more mature and profitable between educational planners and administrators. It must be recognized that during this period educational

planning has made the effort to go beyond mere statements, computations and patterns and to get down to decisions, action and strategies.

After the vicissitudes of so many years, nobody today ventures to disregard the importance of the administrative aspects in the framing and implementation of reform and development policies in education, but these factors were long overlooked, underestimated or illfocused in education planning.

When many plans, programmes and projects for educational development were seriously affected at the implementation stage by inadequacy, inefficienty or indifference on the administrative side, consideration began to be given to these aspects, though only from an instrumental and subordinate standpoint since the administration had to be depended on when it came to application.

Later on a broader approach was adopted that we could call operational, when the planning function evolved and became established actually within the administrative function and when the administrative aspects were taken into consideration right from the earliest planning stage, for the sake of viability.

Despite all this, as we shall see further on, it can be said that to date educational planning has not given adequately extensive, thorough and systematic treatment to the administrative aspects of national education systems.

In view of the extent and transcendence of an education system, its administrative aspects obviously cannot be sidestepped. A further point is that educational administration forms part, at the same time, of the Public Administration, which in turn is an integral and very important part of society as a whole; this gives rise to social, political and economic conditioning and limiting factors which prove to have a great deal of influence on the administration of education.

On the other hand, educational administrations have expanded and increased in number, exercise very wide powers, call upon high-calibre manpower and substantial resources, and consequently run the risk of coming to be regarded as ends in themselves, forgetting that their ultimate purpose is to promote, offer and maintain educational services for the population.

What is more, this question of administration now has to be viewed in the light of new developments of the education problem in general. Our societies are undergoing a process of rapid change, though we cannot per-

ceive these changes, cannot harness them to our interests and cannot even foresee or remedy them; and this is accompanied by derived or concurrent educational change, through action or reaction.

Education is changing rapidly, not only in its structures and services but with regard to its concepts, goals and subject matter. Vigorous efforts to reform education are made, with varying fortunes, and such reform has to vie with difficult economic, social, political and cultural circumstances.

Very definite trends towards change are nevertheless to be noted in our countries' education systems as a whole, sometimes prompted by reciprocal influences or just taking place coincidentally. Policies are gaining ground that make for deconcentration and for decentralization of educational administration, though not always with a matching reduction or conversion of traditional administrations. Progress is being made towards the design and establishment of education services looked upon in terms of broader social organization attempting to go beyond narrow academic patterns; but influential social media of an educational value which are not subject to educational administration balk at falling in with this. There is increasing social pressure for a more active role in the management of education services through local organizations and joint work; though the bureaucratic tradition limits and in many cases hampers these advances.

Let us try to cover this subject with the care it deserves, bearing in mind that just as there can be no copying in the matter of educational administration, it is not easy either to arrive at generalizations since the administration of each reality must match its own ends and its own circumstances.

2. ADMINISTRATION

Let us first consider the general concept of administration. Without venturing to offer a definition, we can say that in its broadest sense the administrative function assumes responsibility for ensuring the implementation of established policies. The administrative function also of course influences the framing and adoption of those policies, but its main responsibility lies on the executive side, so that it must foresee, organize and direct the necessary efforts, carry out or promote the corresponding tasks, provide the necessary resources, and evaluate achievement of the expected results.

The scope and nature of such a responsability or function can be adapted to the type of administration concerned, be it government administration, business administration or the administration of other organizations, institutions, activities or projects.

It is worth pointing out that by administration we do not here mean an abstract assemblage of principles, standards, techniques and procedures, which could be rather regarded as the arsenal of the administration or provide the subject matter for an administrative manual. Administration is primarily a living and active reality, a social body or mechanism for management of the aims of that same society. This administration comes within a social context and the two interact; internally an interrelationship is set up between the groups composing it, and this also provides the setting for relations between each member and the administration as a whole.

It is in this sense that the sway of administration has considerably extended in modern societies to the point of becoming a feature of our times, that some would term the administrative age.

Nevertheless there is a certain universality in the basic principles and procedures of administrations, though they wary according to the nature and aims of the individual organizations concerned. All administrations draw up plans, use information and communication systems, adopt specific organizational structures, take decisions, assign roles and fuctions, establish machinery for guidance, co-ordination and evaluation, seek to improve the utilization of their resources and to increase their administrative capacity.

Scientific study of the administrative phenomenon is relatively recent, and yet alongside the expansion of administrative practices, and in the most varied circumstances and with surprising results, important imperatives of the industrial age, the dawn of the 20th century saw the first scientific contributions to the administration of labour in connection with the organization and execution of tasks, in quasi-mechanistic approach. From then until the midle of the century new trends were to emerge which have made people more attentive to and respectful of the human condition of the worker, and have contributed to administrative theory through what is referred to as the human relation approach, based on mainly humanistic and psychological considerations. At the start of the second half of the 20th century a new trend took shape which adopts an empirical approach to the administrative issue through the organization as a whole and the behaviour and performance of its members. This is the organizational or the organizational behaviour approach, which is based

on the inputs of various social sciences. The 1960s - or thereabouts - were the heyday of the systems approaches, which establish and analyse administrations as operational systems, on an overall or level-by-level basis, from the standpoint of their internal and their external relations and effectiveness. These approaches, in a multitude of variants, whether applicative or speculative, have drawn substance from mathematical and computational methods and are in wide use, mainly in business administration.

Despite these advances, however, administrative theory has not itself developed to an extent comparable to that of other scientific branches or disciplines. The advances have drawn upon a variety of sciences, thus giving administration rather the character of an interdisciplinary technology. Hence there are those who will even assert that administration is not a science and has more in common with the job in hand, with practice or praxis, and that consequently it is not less than but distinct from a theoretical discipline, with its own field of knowledge, not discounting the possibility of professionalization which is gradually extending in the field of administration. On the other hand, what are administered are human organizations and not physical systems such as those studied in engineering, and this also brings in political and moral considerations which are applicable to and certainly a requirement for administrations.

Apart from the foregoing developments, and as a corollary to the comments made and to be made on administrative theories, we also have the very long-drawn-out development of governmental public administrations which, since the dawn of human civilization, though obviously not set in the rigour of the modern scientific method, but certainly with a constant display of efficacity, have marked time in their own development up to the present day. Our region, for instance, possesses ample evidence of advanced public administrations in the pre-Columbian era. There ensued the long period of colonial administrations and, finally, the development of our own republican administrations, which stemmed from political independence but long maintained some of the characteristics of the colonial administration and later also suffered from the influence of the models provided by the public and private administration of several industrialized countries. Our region cannot as yet offer a distinct model of public administration, though our historical and social scene also displays original and highly effective forms; and trends and endeavours regarding administrative change are to be noted, so

that we can set ourselves quite distinctly aside from the administrations of other developings regions.

In modern States the public administration derives from and represents the public authority. It exercises this power in determining objectives, options and priorities; in establishing regulations; in assigning roles, responsibilities and resources; in setting limitations and providing incentives; and in evaluating and controlling social processes. All this is done in the interest of society, with arbitration between enterprises, organizations and persons, subject to fundamental pre-established standards.

3. EDUCATIONAL ADMINISTRATION

If we now look at the actual field of educational administration, we observe that, while still forming part of and deriving from administration in general, it is distinct in nature and pursues its specific aims.

We are referring, naturally, to the administration of education systems, to the administration of educational development, and to the function that assumes responsibility for ensuring fulfilment of education policies.

These education policies have to be framed, approved, planned, executed and evaluated as part of an integral process in which educational administration is ever present, playing a very significant part. Hence from a point of view we shall term functional, educational administration is responsible for implementating education policies. From this global standpoint, which chiefly takes account of the final contribution of the administrative function, educational administration should be studied as a general function in the light of the theories concerning administration and planning.

But there is also another approach, that we might call institutional, which views educational administration mainly as the whole set of organizational structures which should ensure that the population is provided with educational services. The consideration here is chiefly instrumental and thus falls within a much more concrete field of analysis corresponding to that of the superstructure administered by the education system proper. This approach also takes in all the other institutional frameworks, of the most varied kinds, which contribute to educational functions, be they exclusively educational institutions or otherwise, public or non-public entities, and formalized to a greater or lesser extent.

More recently a new approach has emerged that we shall call social, linked up with the new conceptions of education as a permanent social function. If we accept the fact that it is the social dynamic that educates, drawing for this purpose on all available or applicable capacities, institutionalized or not; if we are all at the same time learners, teachers, workers and servants of the community; if we establish educational cities or community units for

educational work, all this calls for a fresh view of the role of what is termed educational administration, able to consider the various social agents, factors and capacities which come into play in education.

In general terms, then, we can distinguish as from the uppermost political levels a governmental administration of education which becomes deconcentrated and decentralized to the point of making its influence felt at the levels at which educational services are actually provided. On the other hand, starting from the base, we also have an educational administration bearing upon management of the institutions - public or private - which offer educational services. Likewise there are new conceptions pertaining to the social administration of educational services on a community scale, and a social administration which involves local educational institutions, programmes and activities and at the same time interrelates with the governmental administration proper.

In all these forms and levels of educational administration the ultimate purpose is the same, but the nature and specific aims vary in each case. Educational legislation lays down basic powers and relations in this respect, in the field of educational administration set aside for itself by the government (national, state or local), those which fall to educational institutions (not just schools) and those which are assumed by social organizations already existing or expressly set up to stimulate the development of education.

4. ADMINISTRATION OF EDUCATION IN THE ANDEAN COUNTRIES

Reference has already been made to the historical path followed by our public administrations, and much the same could be said here of the development of our educational administrations. I consider that the reports on national experience have been very illustrative in this regard, and so in this communication I am going to attempt to put forward just a few suitable points for analysis and, as appropriate, specific features that seem to be possessed in common.

Each educational administration in a given country, and at a given time, corresponds to the applicability of its educational conceptions, to the aims of educational work, and to the interrelations of the education system and of the administrative system with the other economic, social, political and cultural factors. This is a very complex matter to grasp, study and interpret and it calls for constantly vigilant concern. Administrative diagnosis is undoubtedly essential for the framing and implementation of education policies, though our experience of this is clearly limited.

It is particularly worth taking a close look, for these purposes, at those fundamental characteristics which exert a decisive influence on

educational administrations. Examples of this are centralism and bureaucratism.

Centralism is marked by an excessive, costly and often inoperative accumulation of competence for decion-making and the provision of services, situated at the highest levels of the nation's political and administrative system. It makes the education system proper unduly subordinated to and dependent on the national government in specific and operational aspects, thereby limiting social capacity for initiative and action, and often draining away substantial resources which could be more productively used at the grass-roots level. Centralistic tendencies can also be repeated, on their own scale, in the case of administrative units which are deconcentrated geographically in regions, areas and districts.

It must always be borne in mind that centralism in educational administration is virtually always associated with a centralizing tendency elsewhere in economic and social life, which makes it harder to deal with.

Bureaucratism is also another faily common tendency in our educational administrations. It is also marked by a surfeit of staff and resources for administrative services quite out of proportion to direct services rendered to the public. Further features are the formalism and legalism which have an undue hold on the activities of administrations, to the detriment of vitality, efficacity and timeliness. What is more, bureaucratism stands for inadequate applications of the power and resources in the hands of the authorities of administrative bodies, in relation to the purposes and policies of the system. This is where the administration loses sight of its service function and instead uses the resources allocated to it for its own ends.

Bureaucratism may also be a feature of the various levels and areas of the education system, impairing the system's flexibility and efficiency and frequently curbing intended innovations and reform.

Centralism and bureaucratism represent then merely excesses, for nobody can maintain that in the administration of services so considerable, so complex and so important as those of education none of the functions should be performed centrally, or that all these functions can be discharged without bureaucratic bodies. Furthermore, the development of administrative services themselves has marked time for the successive establishment of public entities run on business lines, or autonomous institutions in various fields, for the purpose of overcoming the limitations and excesses

of bureaucratism; and in the case of education there are also the new forms of joint organization for educational management, to which reference has already been made, and they in fact do not rank as public organizations but break the new ground of social rights.

Although the Andean countries won their political independence over a century and a half ago, our ministries of education - as specifically educational political bodies - came into being in only the last fifty years, thus reflecting the growing importance and political significance of education. Experiments in regionalizing educational administration date back less than twenty years. Then the new forms of joint management of education services are something started on a trial basis in the present decade.

Legal enactments have carried a great deal of weight, from the first constitutional provisions embodied in declarations of principles and rights to the general and organic laws providing structure and standards for the purposes, levels and forms of education, and more recently to educational guidance and reform legislation. In addition, education services come under general normative enactments such as those governing pay and pensions, social security and public spending; or they are subject to specific enactments concerning the teaching career, educational provisions, and so forth.

As regards educational administration personnel, this is a factor of great importance. Consideration must be given to the background of administrative personnel, to their training and conditions of service, and to forms of in-service training for them. Administrative personnel performing technical and professional duties are generally recruited from among members of the teaching profession, and in many cases they are career teachers. On the other hand, the staff of general administrative services usually come under the same regime as other civil servants.

Personnel policy is also all-important for the smooth running of educational administration. The personnel are the basic organizational component, so that their knowledge, skills and attitudes are essential to the progress of administration, and more especially as regards their relations with educational services and with teachers in particular.

The means and resources used and managed by educational administration services also require careful attention. This applies to physical resources such as buildings, furniture, audio-visual aids, and teaching materials; to technical resources like methods, standards, technologies and auxiliary services; and to financial resources. In many of these

respects there is still a high degree of centralization, though substantial innovations have been achieved regarding the direct contribution of enterprises and of the community to education by means of all the facilities and services with educational potential available in each area of society, and through cash payments. On the other hand, as far as technical resources are concerned, the most important thing would be to have adequate and timely information and exchange systems so as to promote their utilization, encourage their development and provide feedback for experimentation.

Regarding the actual processes of educational administration, we must pick out two particularly important ones: decision-making and citizen involvement.

At the highest level, decision-making is at one with adoption of the general policy for education. It is bound up with ideological standpoints, value judgements, political obligations and fundamental legal standards; through it are laid down alternatives, options, priorities and overall strategies. It is the ministers of education who, taking into account the general policy of the government, shoulder responsibility for framing the nation's education policy and accordingly have to engage in co-ordination and consultation activities and seek agreements and support. This decision-making funtion is served by educational administration and undoubtedly influenced by it, according to its resources and capacities.

But there are decisions to be made at all levels of administrative organization, and so each of them possesses the necessary machinery for information and communication, planning and evaluation.

With regard to citizen involvement, we can go by the democratic principle that all those who are to be affected by an action or decision have the right and responsibility to take part in its adoption and execution. In education there is a marked trend, as already mentioned in this communication, towards greater participation by social organizations in educational management. To the old models of private education, of parents' associations and education advisory boards are now added new models of educational responsibility handed over to existing bodies (economic or otherwise) or to new community units pursuing educational or a variety of aims. This represents a frontier for traditional educational administration which was only an expression and bureaucratic response to the problems of governmental or academic management of education services.

The efficacy and efficiency of educational administration can finally be appreciated if an evaluation is made of the outputs of administrative activity, the social results or impact achieved, and the economic and social costs involved.

The outputs represent the goals achieved and the results the objectives attained. Any administration must have a clear idea of what is expected of it in terms of what is to be done and ultimately achieved, that is, what it is to do and for whom. It must also know what it has at its disposal and how far it can allocate resources for the purposes laid down.

The new concepts of administration by objectives and of administration by results have laid emphasis on these considerations, while in traditional administrations the emphasis was on the allocation of duties and the regulation of more or less routine services or functions of a permanent character. The new methods of administration by projects are also being tested in an attempt to counter the simple growth by accretion and further bureaucratization of traditional administrations.

Nowadays our educational administrations draw up plans, programmes, budgets, projects, models, maps, systems and strategies, and through them they try to ensure achievement of their objectives and the maximization of results, taking account of limitations regarding resources and the effects of the general economic situation on our education systems.

To meet these new demands, substantial administrative reforms in the education sector have been put forward and tested. Various degrees of dissatisfaction and demand have certainly had their influences. There is now talk of an administrative capacity for development, and plans are laid for administrative reform. The new education policies sometimes come up against administrative obstacles or require new technologies for reasons of cost and time. The old course of continuity and stability which appeared to serve as a guiding principle for administration now has to give way to new concepts of administrative strategy and innovation for development and change.

5. THE MACRO-ADMINISTRATION OF EDUCATION

In view of all that has been said up to now, we should single out two approximations and standpoints which are distinct but mutually communicating and complementary in the administration of education systems. One standpoint is that which starts from the highest levels of government and

descends to the levels of provision of services, and this is the macro-administration of education. The other follows the reverse route, rising from the base level to become part of and subsequently interrelate with the governmental administration proper, and is the micro-administration of education.

The macro-administration of education reflects a governmental function and is accordingly bureaucratic in nature. It is organized on the basis of a superstructure and deconcentrates and decentralizes horizontally and vertically (territorially) in order to achieve its purposes more effectively. It forms part of the Public Administration and is therefore classified in the tertiary or service sector of the economy. Its organizational levels match those of the government: national, State and local. Its study is based chiefly on socio-political and economic considerations.

In the macro-administration of education in the Andean countries, the most important trend observed in the last two decades is represented by regionalization attempts. It must first be stated in this respect that the very concept of region is no simple one. A region may be viewed on geographical or cultural or economic or administrative criteria, or on a combination of these criteria. Secondly, the regionalization of educational administration has not always been in conjunction with or consonant with the regionalization of other State functions. Thirdly, regionalization is not achieved solely by means of a fresh demarcation or the relocation of bureaucratic bodies without any greater decision-making power. Fourthly, in some countries regions, in their fullest sense, do not exist but need to be constructed and organized. Fifthly, in certain countries education services administered at various governmental levels coexist territorially. Finally, regionalization carries with it the risk of dislocation and duplication of effort when becoming institutionalized and bringing into play new interest groups.

6. THE MICRO-ADMINISTRATION OF EDUCATION

On the other hand, it is from the base - the actual operational level of education services - that the micro-administration of education starts; it can be conceived in a restricted form at the level of what is known as institutional administration, or in a fuller form when we refer to social organizaitons with an educational function. This administrative level should not be underrated just because it has less territorial scope

since, in education terms, it is the most significant level as the real scene of the education process. Moreover, these micro-planning levels do not represent dead-end little compartments but, on the contrary, areas of social organization opening up to ascending intergration on a larger scale.

This is what is shown by experience with the model of the community educational nuclei in some of our countries and analysis of their potential for advancing the integration of multi-purpose services at local development level.

7. RELATIONS WITH EDUCATIONAL PLANNING

We now come to the matter of specifying the relations between educational administration, in the sense explained, and the planning of education.

The first thing to note is that educational planning has had a big impact on the practices of educational administration. It has, for instance, produced a greater awareness of aims and objectives in educational administration.

As a present-day set-off, administrative development is challenging educational planning, which can no longer be regarded as a happy hunting ground for the planners, as indeed it used to be.

Administration was forced to be more forward-looking and take anticipatory action, which represented a big switch from the previous practices involving rather more routine and just reaction responses.

Planning, in turn, has taken greater account of the administrative aspects of the education system and sets out to be more operational in the sense of offering more precise guidelines and directions for administrative services.

Administration, on the other hand, has been incorporating the use of modern management techniques more compatible with the methodology of educational planning, thereby stepping up the efficiency of plan execution.

We can say, in recapitulation, that considerable progress is observed in the matter of integrating educational planning and administration. Planners and administrators nowadays consider their functions to be complementary. Plans do not overlook the general problem of administration. Administrators are involved to a greater extent in the preparation of plans. Plans tend to be more operational and viable. Administration techniques

are better interrelated with planning forecasts.

Caution is needed, however, when it comes to selecting the administrative factors most worthy of attention for the purposes of educational planning. Without denying the importance of and need for an overall appreciation in this respect, and precisely as a conclusion or effective contribution from it, an effort should be made to identify those critical factors which are major impact and cost items and are the hardest to handle and change, in accordance with the realities and circumstances of each country. Some factors are relevant to existing institutional administration. Others concern the funtioning of the administration, with its regulations, systems and processes, in relation with the immediate environment of educational administration. Further factors are to do with administrative capacity, mainly the human potential and skill in mobilizing resources and agents from outside the organization. Finally, still other factors may be connected with the attitudes and motivations of educational administration personnel and, more extensively, with the prevalent administrative culture within their administration.

The relative importance of factors to do with structures, processes, capacity and administrative culture will vary in each case, and this will be a guide for priority consideration of those fields and factors which, in the light of analysis are the most significant and should be studied and considered for educational planning purposes.

The relative roles of politicians, of planners, of administrators, of teachers, of other specialists, of non-academic staff and of various social groups should also be analysed in this context.

With such foresight we can hope to frame more rational, viable and operational education policies and, depending on circumstances, consider the administrative reforms that those policies show to be necessary and most appropriate.

While administrative inertia and unwillingness to assist change is open to criticism, so also should be any flurry of groundless administrative changes.

What should also from part of the general administrative problem for consideration is administration of the processes peculiar to the planning function. Planning adopts an organization too and follows specific procedures; it becomes fully involved and functions within educational administrative development. The formulation of plans requires the drawing up of studies, data analysis, preparation of guidelines and technical material, establishment of co-ordination and consultation machinery, conduct of discus-

sions and provision of public information. All this may represent a large--scale effort and financial outlay, and consideration of these aspects is also a necessity when it comes to taking a look at the whole issue of educational planning and administration.

8. THE MAIN DIFFICULTIES FACING EDUCATIONAL ADMINISTRATIONS

The education systems of our region are expanding apace, are facing up to new situations and are in the process of reform, and this general problem of education affects and presents serious problems for educational administration.

From an overall standpoint we shall now attempt to specify certain categories of problems at present facing educational administrations of the Andean countries.

Firstly, a greater political importance of education, and ultimately a greater influence of socio-political factors in educational matters. This complicates decision-making and the implementation of education policies.

Secondly, considerable shortages and limitations regarding trained personnel, financial resources and technology, aggravated by demographic and fiscal factors and by economic problems affecting the population.

Thirdly, the excessive spread of bureaucratic bodies, at its various levels, to the detriment of the production and supply of direct educational services for the population, and in the face of the challenge of innovation and reform of our education systems.

Fourthly, the growing impact of the mass media in education, science and culture, without their necessarily being in keeping with the purposes and operation of education systems.

Fifthly, a growing social demand for more and better education, for greater equality of educational opportunity, and for the increased participation of social organizations in the management of educational services.

In each case educational administration needs to be attuned to the particular situation obtaining and the problems involved must be taken in order of importance, in the quest for sound solutions.

9. STUDIES AND RESEARCH

The studies and research upon which educational administration should be based can be best approached by identifying the major problems and critical factors involved. This is essential since the whole issue is vast, the problems involved are highly complex, there is not enough past

experience to go on and there are severe limitations with regard to time-tables and costs.

If efforts are focused on the critical factors, practical and timely results can be expected, and the achievement and application of those results will be experience gained and a stimulus to subsequent action.

Some of the studies and research may be on aspects of techniques and instruments. Others, on procedures and processes. Or again, on the evaluation of administrative strategies and innovations.

In the circumstances it is advisable to determine certain basic criteria as a guide to study and research. The studies should, for example, be empirical and systematic, their scope should be such that practical use can be made of them at the right time, they should see the aims in terms of actual achievements, they should be carried out by groups with relevant experience and the proper training; data recording systems and indicators for future studies should be developed, the results should be adequately publicized.

The administration itself is not the best or the only available place for carrying out studies and research of this kind. There are universities and other research centres, specialized institutions, also within the education sector, and furthermore private institutions for research and the promotion of education. In each case it is advisable to establish as clearly as possible the terms of reference of the studies, the follow-up machinery and the requirements regarding quality and applicability of the final results.

Education budgets should make adequate provision for the promotion of the studies and research referred to above.

10. OPPORTUNITIES FOR INTERNATIONAL CO-OPERATION

There are ample opportunities for the development of educational administration through international co-operation. For the time being, it is chiefly confined to technical co-operation but it should not be ruled out that if administrative methods are modernized, there is wide potential scope for the provision of equipment and systems as well.

The growing interest in the problems investigated when carrying out the new education policies has provided greater opportunities for international co-operation in educational administration, although the very nature of administrative matters is still a limiting factor because,

firstly, of the singular nature of our individual national administrations and, secondly, of their politico-administrative aspect.

In the field of what is termed multilateral co-operation, the main opportunities are afforded by initial and further training for civil servants, to which may be added, in respect of bilateral co-operation, the provision of equipment and systems. With regard to what is known as horizontal co-operation, exchanges and the framing of co-operation projects may, we feel, provide the best opportunities.

There has been a relative development of initial and further training for civil servants at the national level in our region, and international technical co-operation plays an important part in promoting and supplementing it, especially with regard to regular post-graduate studies and education in certain specialized branches in centres of excellence. There is some prestige attached to initial and further training of civil servants, and there is a tendency to regard it as a graded system associated with public office, which suggests that there will be an increased demand for it.

With regard to equipment and systems, international co-operation can be mainly effective in communications and data gathering and processing. Here the problem undoubtedly arises of the technological alternatives determined by governments, taking into account the overall, and not just the educational situation and prospects.

Excellent opportunities are afforded by inter-country exchanges in our region because of the similarity of our problems and education systems. What is more, in terms of relative development, achievements vary from country to country so that the experience of one country can be very useful to another and this can provide wide scope for mutual assistance. There can be exchanges of information, documentary material and personnel, and contacts through events of various kinds.

International co-operation has become more formalized through co-operation projects, which may be developed within the framework of inter-country exchanges, programmes for technical and financial co-operation established by multilateral or bilateral assistance agencies or bilateral agreements on educational, scientific, technical and cultural co-operation. In each case the co-operation projects are subject to methodological arrangements, norms and procedures laid down by the sources providing the assistance or those which are part of the internal systems established by each recipient country, always with the participation of the central national planning bodies and ministries for foreign affairs.

In the particular case of the Andean countries, there is, of course, the Andrés Bello Convention for educational, scientific and cultural integration, which provides a far wider-reaching and more appropriate framework for promoting and co-ordinating aid between the six countries and channelling support from outside the region. This opportunity can and should therefore be taken into consideration, and the Andrés Bello Convention should be a means of promoting studies and research on the development of educational administration.

I have left until last the opportunities for co-operation afforded by our International Institute for Educational Planning, which as you know was set up by Unesco and has been operating in Paris since 1963. It is an international centre for advanced training, applied research and dissemination in the planning of educational development throughout the world. The Institute is an intellectually autonomous body acting in the interests of all member countries and seeks, together with them, to improve the formulation and implementation of educational policies, systematize the methodologies and techniques of educational planning and promote exchanges of experience gained.

As stated in the IIEP's booklet, planning should be looked upon ... "as a bridge between science and policy, thought and action, research and decisions, knowledge and power"... The Institution's endeavours with regard to training research and dissemination are directed along these lines.

With this in mind, we hold courses, seminars and other international events, and give our support to similar regional and national efforts.

For the same reason we promote and support research projects conducted by national teams in specific priority areas. In accordance with our Medium-Term Plan for 1979-1983, these are currently as follows:

(1) Educational reform,

(2) Educational inequality

(3) Education and work.

Lastly, we are engaged in an extensive dissemination programme through technical publications and the services of our specialized Documentation Centre.

It is our hope and desire that the Andean countries represented here will continue to rely upon our Institute in carrying even further the significant joint endeavours hitherto undertaken. In particular, it would be advisable for us to co-operate in such study projects and research on the implementation and evaluation of plans for educational reform as might be

undertaken in any one of the Andean countries, or by two or more of them working together, on the basis of the priorities mentioned earlier. I should be glad to supply any further information I have on the subject to participants who so request, either during this seminar or subsequently at the Institute, at the address given.

11. CONCLUDING SUGGESTIONS FOR THE WORKING GROUP

In conclusion, may I venture to make a few suggestions for consideration by the working group which, in accordance with the prescribed methodology, is to be set up on the theme of educational administration once the general debate on this communication has come to an end.

In the first place, I feel we should consider the theme in relation to the general aims of this seminar, which are (a) to effect a comparative and critical analysis of the actual situation in the Andean countries in respect of the administration of education, (b) to take stock of criteria and experience in order to harmonize their respective policies and practices, and (c) to determine basic postulates for the strengthening of mutual co-operation, leading up if possible to the identification of projects.

The following points may be considered in the comparative critical analysis:

(1) General description of current educational administration in the region, pinpointing features common to all the Andean countries and those that are peculiar to any single country.

(2) Overall appreciation of changes observed and the level of development attained, highlighting the main trends.

(3) Identification of achievements and the main problems.

(4) Examination of the most significant interactions between educational administrations and political structures, Public Administration, national planning, the State budget, the universities and other social entities.

(5) Attempts at administrative reform.

With regard to the harmonization of policies and practices in public administration, the following aspects may be considered:

(1) Formal (legal and organizational) aspects.

(2) Personnel.

(3) Resources.

(4) Processes.

(5) Administrative strategies.

In regard to mutual co-operation, the following may be taken into account:

(1) Opportunities for information and exchanges with regard to national projects.

(2) Establishment of bilateral projects.

(3) Development of projects within the framework of the Andrés Bello Convention, channelling other sources of co-operation.

In conclusion, may I thank you for your attention and say that I am now at your disposal for the ensuing debate.

OCCASIONAL PAPER No. 66 is the text of a lecture given on 22 August 1979 at the Andean School of Management of the Andres Bello Convention, Lima, Peru, on the occasion of an international seminar on Research, Planning and Administration of Education, for the Member States of the Convention.

The author establishes the necessity of appreciating the integrated character of planning and administration and refers extensively to the experience attained in Latin America over the last 20 years. He presents appreciations of concepts of evolution in the domain of administration in general and of public and educational administration in particular. He expounds various approaches applicable to educational administration at the macro- and micro-levels. After giving a characterisation of educational administration in Latin America, he summarises the principal types of problems and makes proposals for studies and research and for international co-operation, as themes for discussion in the seminar.

CARLOS N. MALPICA (Peru), educationalist, has fulfilled management functions in his country at the National Institute of Planning, the College of Public Administration, the Higher Council of Education of the Ministry of Education, the National Directorate of Personnel and the National Institute of Public Administration. He was a member of the National Commission for the Reform of Peruvian Education initiated in 1972. Since 1979 he has been a member of the staff of the IIEP interested in the field of implementation and evaluation of educational plans and reforms.

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